manpower
march 1972 U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION

Something of Value

Chance at a Federal job brings out the best in disadvantaged youth

manpower
volume 4 number 3 U.S. DEPARTMENT OF LABOR
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More Than Make-Believe

Believability is essential to the success of any effort to obtain productive jobs for people who are looked upon as unemployable. And the belief must exist on both sides of the equation, among those being trained for jobs as well as among prospective employers. Obviously, an employer must at least be willing to give so-called disadvantaged or unemployable people a chance to prove their worth or no amount of training will be enough. The trainees, for their part, must believe in themselves and the program or their prospects for success are severely diminished.

In most instances the attitude on both sides is one of skepticism. Certainly that was so in Louisville when the Neighborhood Youth Corps set out to place disadvantaged young men and women in regular Federal jobs. Marvin Lawson simply "didn't believe it" and Larry Parker "thought it was a big racket." They were two of the NYC trainees. The officials at the Federal agencies slated to do the hiring weren't exactly true believers either. The believability quotient had risen considerably, however, by the time the project ran its course. The details can be found in an article, *Something of Value,* in this issue.

Bernie Posner is deputy executive secretary of the President's Committee on Employment of the Handicapped. He believes in finding out for himself. At various times in past years, posing as a mentally retarded or mentally ill person, he has applied for and taken jobs to find out how such individuals would be accepted by employers and coworkers. A few months ago he called on a variety of employers in Carlsbad, N. Mex., told them he was an epileptic, and asked for work. He recounts his reception in Carlsbad in *An "Epileptic" Goes Job Hunting.*

Ellis Rottman

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MANPOWER Magazine is the official monthly journal of the Manpower Administration, U.S. Department of Labor. It is distributed without charge to personnel of the national and regional Manpower Administration offices and, by special arrangement, to State employment security agencies. It is also available on subscription at $5.50 a year (single copies 50 cents) from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. In countries other than the United States, Canada, and Mexico, annual subscription is $7.00. Use of funds for printing this publication approved by the Director of the Bureau of the Budget October 25, 1968.

Expressions of opinions in articles by authors do not necessarily represent the views of the U.S. Department of Labor. Correspondence regarding articles should be addressed to the Editor, MANPOWER Magazine, Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210.

CHANGES OF ADDRESS: Send new address, including ZIP code, to Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Please also include old address label from MANPOWER.

Something of VALUE

Chance at a Federal Job Brings Out the Best in Disadvantaged Youth

You can't kid Marvin Lawson.

He shrugged it off when his Neighborhood Youth Corps (NYC) counselors in Louisville told him he was being assigned to something called Project Value to prepare him for a permanent job as a Federal employee.

"It sounded pretty good," Lawson recalls. "They trained you for a job and after 9 months or so, you'd know how to do the work and they'd make you a regular employee. I didn't believe it." But he decided to try it anyway.

That was in March 1969. Today, Lawson, 19, is a Federal career employee earning more than $7,600 a year as a semiskilled machinist at the Naval Ordnance Plant in Louisville.

His ambition? "To be a movie star," he laughs. Doesn't he want to finish high school and go on up the ladder? "High school's a possibility," he says, with more humor than enthusiasm.

'Still Looking Upward'

The only job Lawson had before joining NYC was operating a dishwasher in a restaurant for less than $50 a week. So for the time being, he is satisfied.

But not Larry Parker. Another NYC-Project Value recruit, Parker, a $5,500-a-year surveyor's aide with the Army Corps of Engineers in Louisville, is "still looking upward."

At the outset, he was just as skeptical as Lawson. "I thought it was a big racket," he said. "Because people just don't give teenagers that much of a chance. That was my attitude at the time. Especially with the Government, and the way they hire. They're so picky.

"My parents could hardly believe it and I could hardly believe it. Then one day they were fingerprinting and photographing me and interviewing me and I was a Federal employee."

Project Value began in 1968. The Federal Government for some time had been prodding private employers to hire the disadvantaged. Value demonstrated that the Government was willing to practice what it preached.

The three Federal agencies involved were the Civil Service Commission, the Defense Department, and the Department of Labor's Manpower Administration. Civil Service agreed to relax its rules to permit Federal agencies to hire blue- and white-colar employees at the beginner's level without requiring written tests, a big barrier to Federal employment for disadvantaged people. The Manpower Administration's responsibility was to recruit youth normally considered unemployable because of lack of skills, work experience, or education, through its Neighborhood Youth Corps and Concentrated Employment Program.

The Defense Department agreed to place the trainees in its military installations around the country, and to hire them as permanent employees after 6 to 9 months of training and work experience, during which the Manpower Administration assumed the cost of salaries, counseling, remedial education, and other supportive services. They would displace no regular employees but would move into jobs vacated by retirements and resignations.

Value's initial goal was to move more than 5,000 disadvantaged people in 41 cities into Defense Department jobs. But Defense Department cutbacks beginning in 1969, just as the program was swinging along, compelled the project to settle for a more modest goal. Nonetheless some 1,300 men and women were trained and placed in Defense jobs, another 700 were moved directly into jobs in private industry or other government agencies, and 200 more went back to school, entered other training programs, or enlisted in the armed services.

The joint agreement signed by the Federal agencies in October 1968 establishing Value said: "This is not a make-work or welfare program but is a project designed to provide a means for this important segment of our population to become useful and productive citizens and to share in the prosperity of our Nation."

Career Jobs Emphasized

The agreement noted that some of the jobs would undoubtedly be in clerical, typing, laborer, and helper categories. "But emphasis will be given to identifying jobs which will lead to rewarding careers in such fields as drafting, printing, data processing, skilled trades, etc."

NYC pay rates during training were structured to give enrollees incentive to stay with the program and to get them in the habit of success with short-range, attainable goals. They began at $1.40 an hour and progressed a little at a time to $1.60 at the end of 6 months. Raises were denied to youngsters guilty of excessive absenteeism, refusal to work or follow instructions, or for other disciplinary reasons. But pay raises were not denied to those who were slow to learn so long as they proved willing workers. At the end of the training period, they were sworn

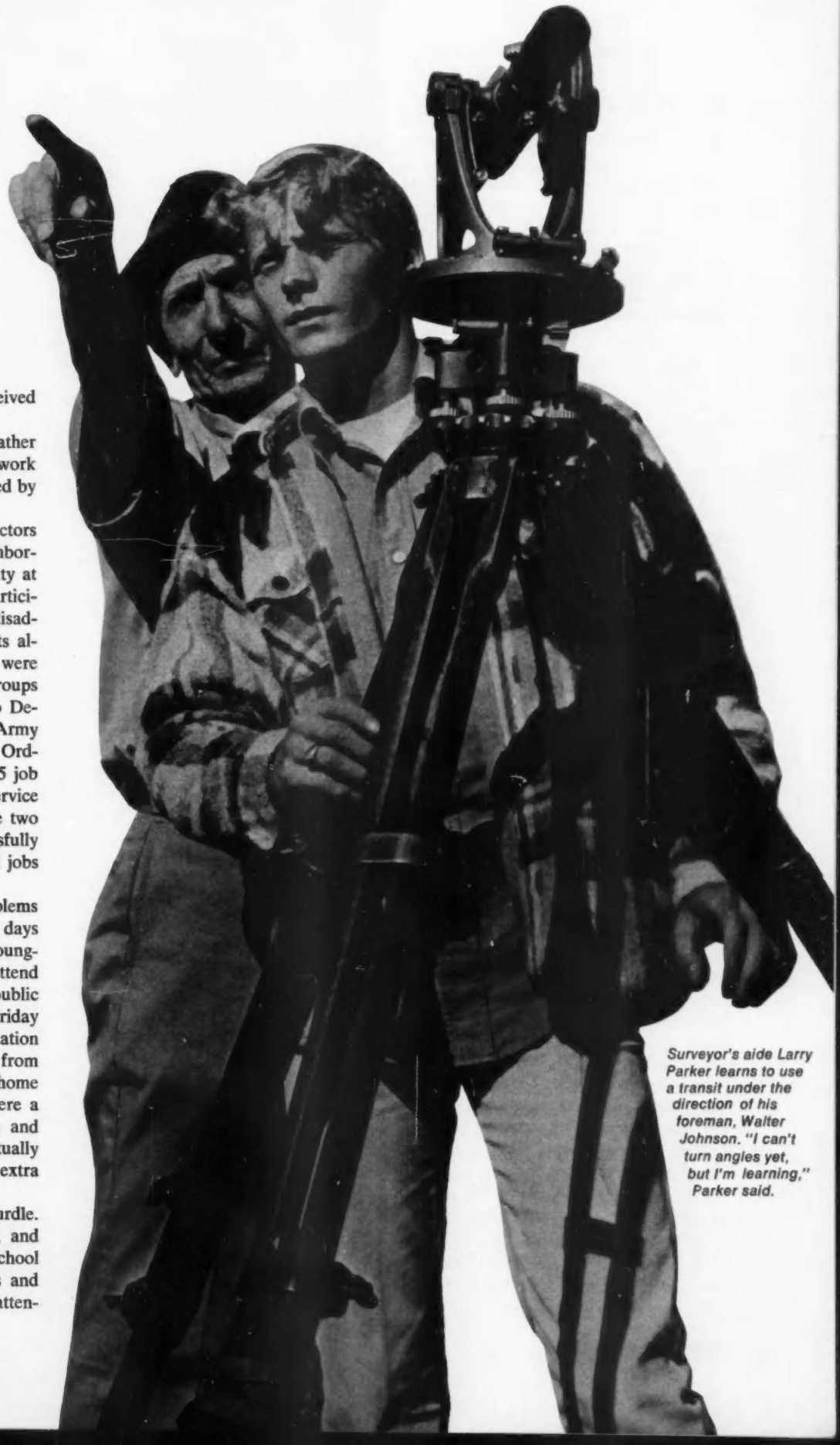
in as Federal employees and received regular Federal starting pay.

How the individual parts of this rather complex project worked—or didn't work—on the local level can be illuminated by the Louisville experience.

Recruits were selected by the directors of the two local out-of-school Neighborhood Youth Corps projects in the city at that time. To save time, most participants were selected from among disadvantaged young high school dropouts already enrolled in the NYC. They were phased into the program in small groups March through June 1969. The two Defense installations in Louisville—the Army Corps of Engineers and the Naval Ordnance Plant—between them made 45 job openings available. The Civil Service Commission cleared the way for the two agencies to hire those who successfully completed the training in entry-level jobs without written tests.

Transportation and education problems popped up almost immediately. Four days a week the schedule called for the youngsters to work in the morning and to attend special classes at a Louisville public school in the afternoon. All day Friday was spent at work. Public transportation was adequate to get the trainees from home to work to school and back home again. But three bus fares a day were a financial strain for the participants and the Manpower Administration eventually solved the problem by paying the extra fares.

Education was a more difficult hurdle. Classes consisted of English, math, and history. But the youngsters, all high school dropouts, were fed up with schools and classrooms. They were restless, inatten-



Surveyor's aide Larry Parker learns to use a transit under the direction of his foreman, Walter Johnson. "I can't turn angles yet, but I'm learning," Parker said.

tive, and often downright hostile.

"The first teacher broke down and quit," said Edgar Allen, the Manpower Administration specialist in charge of the program. "She just couldn't handle those kids."

Apparently the local school system, unused to dealing with the special problems of the disadvantaged, tried to teach the youngsters the same old subjects in the same old way, and they resented it. "The school wasn't much help," said Larry Parker. "It was like the sixth or seventh grade all over again. I couldn't adjust to going back to that."

Parker handled the problem in his own way. An 11th grade dropout, he was determined to get a high school diploma. When he discovered that the formal afternoon classes were not only below his intellectual depth, but would not count toward a diploma, he gave up on them. He turned to his sister, who helped him in his weakest subject, English. He also borrowed a set of encyclopedias and began cramming for his General Education Development (GED) test administered at the University of Louisville. On his third effort, 12 months after he entered Value and 5 months after he was sworn in as a Federal employee, he passed the test.

University Course Used

Diane Clay, now 22 and a $5,500-a-year typist for the Corps of Engineers, also disdained the creditless afternoon classes. She had dropped out of high school in her senior year but wanted her diploma. So for more than a year she attended a trade school 4 nights a week from 6 to 10 p.m. after working a full day.

After 6 months, Project Value stopped using the local school system. Both the Engineers and Navy established classes on the job sites. The Engineers bought from Western Kentucky University a correspondence course of programed education that allowed each youngster to proceed at his own pace. "They did their school work right here under our supervision," said Lyman F. Reynolds, assistant to the chief personnel officer for the Louisville district office of the Corps of Engineers. The Naval Ordnance Plant set up its own course of job-related education.

b

a) *Ronald Duvall, who has won three promotions at the Naval Ordnance Plant and calls Project Value "the break of my life," goes over work specifications with his supervisor, Joseph A. Schmidt. In the background is one of the 5-inch naval guns Duvall works on.*

b) *Marvin Lawson smooths the edges of a part for a naval gun. A skeptic about the program at first, Lawson now is a Federal career employee earning more than $7,600 a year.*

c) *A card punch and key tape operator at the Naval Ordnance Plant, 19-year-old Teresa Cowherd switched from the NYC to the Federal payroll in November 1969 at a starting salary of less than $3,900. Now, after two promotions, she earns more than $5,500.*

A full-time coordinator was named by each Defense installation to ride herd on the program. Work supervisors were given a full day's orientation to make sure they understood the program and the problems they would be facing with their new employee-trainees. The orientation also served to underscore the Federal Government's determination to make the program work.

Counseling was provided by two full-time NYC professionals, and by the coordinators, work supervisors, and personnel people at both installations.

Sometimes the counselors had to get tough. Reynolds, for example, found out that being a nice guy went only so far. Larry Parker, after conversion to a full-time Federal employee, left to go into military service. When he was discharged for medical problems after 90 days in the Army, he came back to claim his reemployment rights and found an attractive young woman had his old job in supply. He was transferred to what personnel officials thought was a job with the same pay but a better future. Parker, disgruntled, grumbled that he had been "replaced by a sex symbol." He was unhappy, talked of resigning, and did not respond to counseling.

Finally Reynolds sat him down for a chat. "I said we'd helped all we could. We'd spent better than a year with him,

he had his high school equivalency, he had a future and was making good progress. After all that, if he was going to remain unhappy, maybe he should just go ahead and resign. I gave him the proper form and told him how to go about it. That was on a Friday. He came in Monday morning and said that after a weekend of thinking he had changed his mind. Since then, I haven't had a complaint out of him or about him."

Parker claims he was misunderstood. He said he did not like the indoor work he came back to, and that his outlook brightened considerably when he was made a surveyor's aide. "I have nothing against women," he said. "But it got to me at the time. I worked hard to get the job and no sooner'n I'm gone, they replace me with a female."

The impact on the life styles of the successful trainees has been impressive. Parker has bought two cars, one for himself and another for his parents. More important has been the change in attitudes. The youngsters now know the necessity of getting to work on time, of being cooperative instead of cynical, of learning the work and doing it right, and of getting an education—a half dozen, like Parker and Diane Clay, have gone on to complete high school.

Also, the project has thrown youngsters together with skilled professionals and craftsmen who can help them along in a career. It is very doubtful, for example, if Ronald Duvall, now 19, could have moved so far so fast without the aid of his work supervisor, Joseph A. Schmidt, a foreman in the hydraulics section of the Naval Ordnance Plant. Before Project Value no one had been willing to hire him, a 16-year-old high school dropout with no work experience. Several factories turned him down for jobs because of his age.

Schmidt has worked patiently with Duvall since he came aboard as an NYC trainee in March 1969. He has taught him the intricate work involved in building and rebuilding hydraulic valve blocks for 5-inch Naval guns. In December 1969, Duvall became a full-fledged Defense employee, beginning at $2.02 an hour. He has since won three promotions, now earns $3.99, and plans to buy a home for his wife and two children. He recently applied for an opening as a journeyman ordnance equipment mechanic; if he makes it, his earnings will jump to $4.50.

Diane Clay, a clerk-typist at the Louisville Corps of Engineers, carried a double load while in Project Value—working a full day at the office and attending night classes to get her high school diploma.

"He's certainly progressed fast," said Schmidt, with quiet pride in his protege. "He's learned to do work within 3/10 of one thousandth tolerance. He may soon be the youngest ordnance equipment mechanic at the plant." (Naval Ordnance in Louisville employs 2,900 people.)

"This has been the break of my life," said Duvall.

Just as important as the changes in the enrollees have been the changes in the institutions involved in the project. H. H. Rinkel, chief personnel officer for the Corps of Engineers in the Louisville district, thinks the impact on his own organization has been permanent.

Big Push Now on Veterans

"We were willing to work with the disadvantaged the first time around and we'll be even more willing in the future," he said. "In fact, we're doing it. Our big push now is the Veterans Readjustment Appointments Program to bring more veterans into the Federal service. This program in most cases eliminates tests for Vietnam-era veterans wanting to come in and many of these vets are men who couldn't normally meet Federal standards, just like the Project Value people. Also, like the Value enrollees, they have to take some form of education. Our experience with Value has been a great help in getting this new program moving, not only from this level but also in selling it to our supervisors. The second social program is easier to sell than the first."

Rinkel and his assistant, Reynolds, also believe that Value taught the Louisville school system the futility of trying to handle the disadvantaged like other students. "They're better prepared now," said Reynolds. "They learned from us," said Rinkel.

Local NYC officials like to think that Value's success in Louisville—28 of the 45 youngsters became Federal employees—helped change the national NYC program. The out-of-school component used to be almost exclusively a work experience program. High school dropouts were enrolled and placed in jobs in government or private nonprofit institutions with NYC paying the wages. Since Value, the program has undergone a major change. Enrollees spend two-thirds of their time in education and skill training and only one-third in work experience. "The greatest thing about the project is that it was able to guarantee jobs for people so young," said J. C. Pyles, former counselor for the NYC and Value, and now Louisville NYC education director.

Richard T. Lyons, Louisville area manager for the U.S. Civil Service Commission, says the program proves once and for all that the Government was wise to open up entry jobs to the disadvantaged. Easier entry is now a permanent policy, he believes, because Value demonstrated people previously considered unemployable can be transformed into valuable civil servants.

"With all due respect, some of the recruits were pretty rough stock," he said. "It's hard to believe the progress they made."

As for the future, Lyons feels that Value's role may have been preempted. "You could say that the program that has replaced Value nationwide is Public Service Careers," he said. A Manpower Administration program, Public Service Careers seeks to restructure jobs and revise civil service rules in governments at all levels to permit hiring and training of the disadvantaged. "The Civil Service Commission and the Labor Department are placing great emphasis on this program, and local and State governments as well as Federal agencies are being urged to establish positions for these people," Lyons pointed out. □

An 'Epileptic' Goes Job Hunting

by Bernard Posner

I had written the lead of this article days before I started my adventure in Carlsbad, N. Mex.:

"Funny thing about epilepsy. When seizures are controlled, it really isn't a disability. It really doesn't affect your ability to work. Yet that word 'epilepsy' screens you out of society as effectively as barbed wire."

But that's not the way it is in Carlsbad. What actually happened was this:

Posing as an epileptic, I called on eight Carlsbad employers—a cross-section of the town—in the company of Virgil Meek, a New Mexico State Employment Service placement interviewer who has a habit of looking squarely at you when he talks, even while driving.

We wanted to get some notion of attitudes toward epilepsy in this southeastern New Mexico town of 28,000. Could an epileptic find a

Mr. Posner is deputy executive secretary of the President's Committee on Employment of the Handicapped.

job in Carlsbad? Would prejudice screen him out? What affect would a 7 percent unemployment rate have on his chances?

With each employer we followed a standard pattern. Virgil (who knows everyone in town) would ask about the family. Then, assuming a dolorous expression, he would introduce me as having just come to New Mexico to look for a job. "He has a problem, a deep problem," Virgil would rumble.

Then I would take over. I have epilepsy, I would explain, but my seizures have been under control for 3 years. I moved out West because I couldn't find a job in the East; that word "epilepsy" stood in the way. Also, I liked the open spaces of New Mexico.

At that point we would carefully note employers' reactions—a raised eyebrow, an uneasy shifting of position, a hemming-and-hawing, anything.

Our first stop was Surplus City, a rambling department store at the south edge of town. Manager Bill Busbee listened to my story. Without even blinking, he said, "Don't make a bit of difference to me. If I had an opening, you could have it as well as the next fellow. All I ask is that a person can do the work."

But he didn't stop there. "Wonder if I can use you for the holidays?" he asked. Half to himself, he went through his entire roster of employees—hours, days off, store assignments. He finally shook his head. "No, I think we're in pretty good shape. But somebody's always quitting. If anything turns up, where can I get in touch with you? Through Virgil?" We chatted some more, about business, about the people who work there, and took our leave.

Busbee certainly went out of his way to try.

We visited Rodeway Inn, a modern motel framed by well manicured shrubbery. I watched manager Eddie Page's face carefully when I told him I had epilepsy. He looked at me with the

'All the other employers we visited treated me in the same manner—no maudlin sympathy, no arbitrary rejection. They considered me as a human being... in need of a job....'

eyes of a father. "Don't matter to me as long as it's controlled. We can't help the way we were born, can we? You know, I sort of put myself in the other fellow's shoes and wonder what I would do if I were him."

He kept his warm blue eyes on me as he explained that there were no jobs just then because the tourist season had ended. He wished me luck and he meant it.

"Keep at it," he said. "You keep at it."

The Carlsbad Steam Laundry was our next stop. Owner Roger Jenkins was out, but his wife Ginger was there. She led the way into an office cluttered with papers. Her gray poodle greeted us.

When I told her I was an epileptic, she said, "Isn't that something. We have a girl with epilepsy on the payroll. I can tell when she stops taking her medicine. And I have to remind her. I keep on reminding her—you might say I nag her—until I'm sure she's back on it. How about you? Do you take your medicine?"

I assured her I did. I told her how much trouble I had been having back East looking for jobs because of that word "epilepsy."

"I can't imagine anyone being so narrowminded as to not hire somebody just because he has epilepsy," she said. "It wouldn't make any difference around here."

Her husband returned. Both began querying me closely about my past jobs. Had I ever driven a delivery truck? Had I ever worked in a laundry? I told them I had, for a little while.

They finally told me there might soon be an opening. They wanted to talk more about the opening and about my own laundry experience. I didn't expect this; I felt boxed in. I looked beseechingly at Virgil. He understood.

"Look, folks, I hate to break this up, but we have another appointment. We'll be in touch."

"Be sure you do," they said. "We think we can work something out."

Next stop: City Hall. City Manager Claude Tabor was out. His secretary listened sympathetically.

Epilepsy didn't matter to her, either. "Let me get you an application form," she said. "Fill it out and come back when Mr. Tabor is here. Don't worry. You'll have as good a chance as anybody else."

Reed McClosky, administrator of the city's school system, was next. He was harrassed by all the problems of running the city's schools; as he emerged from one meeting, two other groups of people were waiting to see him. But he took time out to listen to my story. I mentioned that at one time I had taught high school.

"Are your seizures under control?" he asked.

"Yes."

"Then there'd be no problem because of that."

He explained there were no openings as full-time teachers, but I might have a good chance as a substitute. Principals usually choose their own substitutes among teachers they've worked with before, he said, but he thought he would be able to arrange for some assignments. They'd come at a faster rate once I became known.

"How about filling out an application right now?" he asked. "No point wasting any time."

Again I felt boxed in. "Would it be all right if I came back later?" I asked. He looked puzzled but said yes. We left.

No question about it; I could have had a job.

Gerrell's, the biggest haberdashery in town, is owned by Carlsbad's mayor, Walter Gerrell. He was out when we called on him. We waited a while, then said we would return. We ran into him in the street and stopped to talk.

Virgil's usual introduction was followed by my disclosure that I have epilepsy.

"Well, we can't help what we are," he said. "Actually, it wouldn't make a bit of difference in the store, if I had an opening. But I don't. Very little turnover." He thought for a few moments. "Tell you what. I know a lot of people in town, so let me ask around for you. Don't you worry. I'll make sure that you get something, somewhere. I'll be out of town for the next 3 days, so call me this coming Tuesday morning."

I said I would.

All the other employers we visited treated me in the same manner—no maudlin sympathy, no arbitrary rejection. They considered me as a human being named Bernard Posner in need of a job, not as some creature called "epileptic."

Why? Why did I find so much acceptance in Carlsbad?

Was it because the Nation's long-time promotional efforts at building job acceptance for the handicapped are taking root?

Was it because someone the employers knew, Virgil Meek of the local employment service office, served as an effective link between stranger and townsperson?

Was it because they had come to trust Virgil and his colleagues at the employment service as reliable sources of manpower for all kinds of jobs?

Was it because Carlsbad still hasn't been contaminated with the impersonality of big cities, where people can live next door and never know one another, where streets are filled with anonymous faces, where honest feeling for one's fellow man has been squeezed out by bigness? If this is so, long may Carlsbad stay small.

Was it because epilepsy—and many others of man's disabilities—no longer loom so frighteningly large in the public's perception?

Whatever the reason, maybe the most important lesson of Carlsbad is that tolerance in the U.S.A. may be a lot healthier than many of us think. There probably are employers everywhere like those in Carlsbad. Those who have epilepsy—and those who work in behalf of epileptics—shouldn't ever stop looking. □

News & Notes

A day-and-a-half observance of the 10th anniversary of the enactment of the Manpower Development and Training Act (MDTA) of 1962 will be held in Washington, D.C., March 16 and 17, sponsored by the U.S. Department of Labor. A variety of distinguished speakers of congressional and Cabinet level, will highlight the affair. They will include present and past government officials and representatives from the university and business world and international organizations with experience and knowledge of the manpower field. The first 10 years of the Nation's manpower policy will be reviewed and the speakers will look ahead to its second decade. In its first year, MDTA was funded for $70 million. In fiscal 1972, the investment in manpower work and training programs will reach about $2.6 billion. Attendance will be by invitation only.

* * *

State employment service offices lose many placements every day because the people they refer to jobs simply fail to report to the employer, or make a poor appearance when they do. These people lack money for such job-related expenses as shoes, gasoline, tools, bus fare, union initiation fees, haircuts, minor auto repairs, and minor medical and dental care. The San Jose, Calif., office is trying an experiment to see if these handicaps can be overcome. It is paying up to $50 per person to economically disadvantaged jobseekers to meet the costs of getting and keeping a job. To qualify, a recipient must be over 18 and in financial need, with no other financial resources.

* * *

A telephone operator was fired for having an affair but the man involved, a fellow employee, received only a reprimand. The Equal Employment Opportunity Commission ruled that her dismissal constituted sex bias.

* * *

Of the 922,000 participants in manpower programs at the end of fiscal year 1971, 92 percent were disadvantaged, 55 percent were members of minority races (not counting Spanish surnamed), and 76 percent were under 22 years of age.

Neighborhood Youth Corps enrollments rose to a record high of 753,000 during fiscal 1971, nearly 271,000 over the previous year. The figure surpasses the previous record set in 1967 by nearly 197,000. Last year's enrollment included 120,000 in the in-school component, 53,000 in the out-of-school, and 580,000 in the summer program. From the program's inception in 1964 to June 30, 1971, total enrollments have been 779,300 in-school, 631,600 out-of-school, and 1,912,700 in summer jobs. The Federal investment was nearly $2.1 billion.

* * *

Six hundred more jobless or underemployed people throughout the 12-State Appalachian area will get on-the-job training in a $400,000 expansion of a contract with the AFL-CIO Appalachian Council, Secretary of Labor J. D. Hodgson has announced. By January, the Council had provided training for 4,280 people and placed 3,300 in jobs under an original 18-month contract signed in November 1970. The expansion brings the contract total to more than $2.9 million in Federal funds.

* * *

Is the house detective making a comeback? Hotels today rely more on electronic gadgets and professional security agencies to maintain order than the old-fashioned house dick. But one hotel in Houston recently dropped an outside agency and hired an Army veteran experienced in judo and karate to maintain security. And one of the most famous hotels in New York is expanding its in-house policing staff.

* * *

The Manpower Administration has awarded a 2-year $1,473,000 contract to Graflex, Inc., a subsidiary of the Singer Company, to establish and operate a Residential Manpower Center in San Jose, Calif. The center will provide remedial education and job training for poor youngsters 16 through 21 years old. The center will be just off the San Jose State College campus, and about 155 men and 60 women will be domiciled separately in four buildings formerly occupied by fraternities and sororities.

Making Unemployment Academic

by Larry W. Callen

Kit Developed To Acquaint Students With Facts About Jobless Benefits

It's been around for over 30 years; it has benefited the working man and woman to the tune of over $60 billion. What is it?

Few would answer unemployment insurance. Most American adults are aware of the existence of unemployment insurance. Millions have benefited while temporarily unemployed. But not too many have more than a smattering of knowledge about its basic objectives and content, and sometimes even the smattering is cloudy.

Further, unemployment insurance is a controversial program. It deals with unemployment and we live in a society where the work ethic is strong. It deals with job separation, and this sometimes is an occasion for harsh words or feelings. It is financed by an employer tax, and this often results in mixed emotions on the part of those paying the taxes.

Mr. Callen is a member of the Manpower Administration's Unemployment Insurance Service staff.

But the truth is that much of the controversy is based on misunderstanding. Clear up the misunderstanding and you reduce the controversy. Make it possible for as many people as possible to understand the issues involved in the controversy and you also make it possible for them to participate in a resolution of those issues.

How do you go about improving public understanding of a social program without seeming to engage in a popularity contest?

Two years ago the leadership of the Manpower Administration's Unemployment Insurance Service decided it was time to find out. While several approaches were considered, the school system seemed the logical place to start because it is there that most people begin to learn about social processes, institutions, and programs. To find out what schools teach about the nature of unemployment and the response made by unemployment in-

surance, a survey of secondary school social science textbooks was made.

Survey results confirmed what had been suspected. Most texts had limited information on unemployment insurance. Some had none at all. And even where there was limited information, it was sometimes incorrect. A textbook in use in one of the larger school systems contained a diagram headed "Unemployment Insurance Benefits for Whom?" and then answered its question with: Pregnant women, strikers, retirees, etc. So, in some instances at least, the poor image begins its development in the schools, even before the individual becomes a part of the work force.

Advice on how to remedy the situation was sought from the National Council for the Social Studies. The Council, an affiliate of the National Education Association, has a special expertise and interest in social studies curricula dating back to its founding in 1921. Under Council sponsorship, a panel of social science teachers, Council officials, and Manpower Administration representatives met to explore the subject. Out of this meeting came a plan of action that was to result in a specially developed package of teaching materials on unemployment and unemployment insurance for use in secondary schools.

Several important points were emphasized at the meeting. The teachers felt that unemployment insurance had a definite place in social studies. But they were also in agreement that the typical government pamphlet was not the solution to the problem. They felt that special teaching materials should be developed, and they offered recommendations on the content of the materials and the methods of teaching which would be most effective.

Make the materials attractive to the eye, they said. Design them to encourage active participation by students. Avoid the government handout approach. Present issues and problems which have accompanied the administration of the unemployment insurance program. Develop materials which will impart information and at the same time make students think about the information they are receiving. Don't settle for a textbook; make it a multimedia approach.

The solution to the problem of improved understanding had turned out to

From UNEMPLOYMENT IS A SOCIAL PROBLEM

Prologue

"You've been a good worker, Frank, and I wish I didn't have to tell you this. Sales are down and they've decided to close this department. We don't have room to absorb everyone and we'll just have to let you go. Stop up in the personnel office before you go home and . . ."

a) *"Great! Now what do I do? Well, there goes the vacation that I promised the kids. And Bob's new minibike! I still owe $60 on it."*

b) *". . . the job market is already pretty tight and if the whole department is closing down it will get worse."*

c) *How is Frank going to break this news to his family?*

d) *Frank didn't do anything that merited getting fired. He was a good worker and got along well with his boss and the other workers. Frank just lost his job.*

e) *Frank can't think much farther than his own troubles. How is he going to supply himself and his family with the basic necessities?*

be almost as complicated as the problem of unemployment itself. It was apparent that the services of professional educators would be needed, and the National Council for the Social Studies agreed to work with the Manpower Administration toward the development of a package of materials along the lines suggested by the teachers.

Under contract with the Manpower Administration, the Council asked Purdue University professors James L. Barth and S. Samuel Shermis to undertake development of the kit. They were to work closely with an advisory committee composed of educators from the university and secondary school levels.

The first step was to develop an experimental kit along the lines recommended by the teachers. What resulted was an attractive package which made use of the printed word, sound, and film. It contained a filmstrip and sound tape which told the story of one unemployed worker; a simplified description of unemployment insurance; lesson plans for teachers; a student manual; material to give students experience in using unemployment insurance terminology and learning the concepts involved and to enable them to act out the decisionmaking process in the local unemployment insurance office; and view graphs that presented the information in summary form for short lessons or review purposes.

Field tests of the kit were held in the spring of 1971 in three areas of the Nation. Twenty-four teachers and 531 students participated, with the students divided about equally between junior and senior high school. Geographically, the schools were about equally divided among the Atlanta, Washington, D.C., and Denver areas. Most were either suburban or large city schools, although some were in small towns. The material on unemployment insurance was presented as part of courses in civics, business, economics, history, problems of democracy, government, or law.

The kit emphasized that "unemployment is a social problem." Tests given students before and after the material was presented showed a definite improvement in understanding of the social nature of unemployment and the response made by unemployment insurance. After exposure to the material, students were more in-

Unemployment *continued*

MAJOR CONCERNS OF THE UNEMPLOYED PERSON
FACTORY CLOSED
UNEMPLOYMENT IS A SOCIAL PROBLEM
TEACHER'S GUIDE
Unemployment is a Social Problem

clined to challenge some of the misconceptions surrounding unemployment, for instance, that jobs are always available to those who want to work, or that laziness is at the root of most unemployment.

There was also improved understanding of the economic reasons behind unemployment. A question was asked:

"What is the best explanation for lasting high levels of unemployment?"

Before studying the material, 30 percent of the students chose "insufficient demand for goods and services" as the best answer. After the course, 50 percent chose this answer.

And there was improved understanding of the function of unemployment insurance in the national economy. Students were asked to complete the following:

"Unemployment insurance is likely to be most useful in fighting . . .?"

On the pretest, 43 percent correctly chose "a temporary downturn in business prosperity." On the posttest, 65 percent recognized this as the correct answer. There was also a sharp increase in the willingness of students to make use of unemployment insurance themselves, should they need to do so at a later date.

Finally, there was improved awareness of the serious nature of unemployment as a national problem.

With the results of the field tests in hand, the developers made additional improvements in the kit and in August 1971 the final version was presented to the Manpower Administration. Attention then shifted to the process of distribution. The idea from the beginning had been to ask the State employment security agencies to perform the principal role in distribution of the kits to schools. The aim of the kit was to improve understanding of the unemployment insurance program, and this objective could best be realized by personal contact between local office representatives and school officials.

The first public appearance of the kit was at the 1971 annual meeting of the Interstate Conference of Employment Security Administrators (ICESA), where it was received with enthusiasm and a promise of full support. The Unemployment Insurance Service staff and the ICESA Unemployment Insurance Committee developed a distribution plan calling for kits to be made available through local unemployment insurance offices to 10,000 secondary schools—about a third of the Nation's total—for use in the 1972 fall semester. Distribution to the State agencies is now underway.

The second public debut of the kit was at the 1971 annual meeting of the National Council for the Social Studies. Again it got an enthusiastic reception. Requests for kits were received from over 600 teachers representing 45 of the 50 States, the District of Columbia, Canada, and West Germany.

All the early signs are that the kit will do the job it was designed to do—improve public understanding of unemployment insurance and take away the stigma that may fall unfairly upon workers who are receiving benefits which they have earned and to which they are legally entitled.

The major test, of course, will come in the fall, when a substantial number of the 20 million young men and women in secondary schools will be exposed to the facts rather than the folklore about unemployment insurance. Following this exposure, there will be a comprehensive evaluation to find out whether a start has been made in dispelling some of the misconceptions about one of the Nation's most misunderstood programs to help working people.

Prison Jaycees: Forging the Missing Link

Ties to Community Help Offenders Find Jobs, Regain Place in Society

Like most Jaycees, James L. Trimble and David Blumenthal are optimistic, hardworking, and devoted to community betterment. But there's one big difference. Unlike most Jaycees, they are both in prison. And it's lucky for their cellmates at the State Prison at Joliet, Ill., that they are.

Trimble is chairman and Blumenthal cochairman of the Ex-Offenders Employment Project, sponsored by the Joliet East Jaycees, a chapter inside the prison and composed entirely of inmates. The project has led to jobs and early release for about 300 Joliet inmates, and has attracted laudatory notices from correctional officials, employers, the U.S. Jaycees, and the U.S. Senate.

The prison Jaycees, of course, lack the mobility of their colleagues on the outside. But with the help of prison authorities, they have overcome this crucial handicap. They do their job-finding through links with Jaycee (formerly called Junior Chamber of Commerce) chapters throughout the State which are composed mostly of young business and professional men who have good contacts with employers. The prison makes this possible by giving Trimble and Blumenthal virtually carte blanche to send and receive mail and to make and receive phone calls.

"The Joliet East Jaycees' program is one of the really important steps taken in our State to involve the community in the responsibility of improving our correctional and rehabilitation program," said Peter Bensinger, director of the Illinois Department of Corrections. "My feeling is that without meaningful employment, the potential for real reintegration into society of ex-offenders is very limited."

Here's the way the project works.

About 6 months before his parole hearing, an inmate routinely receives a program application form from the prison's clinical services department. If he wants the Jaycees' help in finding a job he fills

Prison Jaycees

continued

out the two-page application and sends it through the prison mail service to inmate Raymond Larsen, records coordinator for the project. The application asks for all relevant information about the inmate's background that bears on placing him in a suitable job. Specifically excluded are references to race, religion, or the nature of his offense.

But the prisoner is asked about his education and training, including prison training. This last is important because for many prisoners it represents the only vocational preparation or skill they possess. And while even prison officials admit that the training at Joliet could stand improvement, inmates do have access to classes in about 40 occupations, including barbering, food supply, auto mechanics, typewriter repair, drafting, and cement finishing. Volkswagen has established a course in auto repair and Portland Cement in cement finishing.

The application also asks the prisoner about his job preferences, work experience, hopes for the future, salary required, whether he needs help in finding housing, and whether he wants further education.

Jaycee chapters throughout the State have appointed coordinators to work with the project. After making sure the application is filled out properly, Larsen mails it to the coordinator in the area where the convict wants to settle when he is released. Along with the application goes a medical report describing the offender's present physical condition, and, when possible, a vocational evaluation made by the prison's staff employment counselor.

The Jaycee coordinator—a volunteer who has to do the work in his spare time—then begins pounding the pavements, tapping friends and acquaintances among employers for a job for the offender. Information about the man's criminal background is made available to the coordinator on a confidential basis in case a prospective employer asks. But this information is not divulged unless the employer specifically asks for it.

The 6-month lead time gives the Jaycees ample opportunity to place a man and make sure he has housing before his parole hearing comes up. Without these two items, chances for parole are slim.

If the coordinator fails to come through with a job, the case is turned over to another Jaycee in the same area. The Jaycees are aided in their job-finding efforts by a directory listing Illinois employers who have indicated an interest in helping. The list—now about 110 firms—was compiled by the State Chamber of Commerce, which has given the project solid backing. Cooperating employers include such major firms as Caterpillar Tractor, Sears, Precision Castings, and Teletype Corporation.

Sometimes an employer wants to see a man before hiring him. Illinois has a work furlough law permitting a convict to go out on a job interview. But until recently the inmate had to pay all his own expenses plus those of a guard to accompany him, which made it impossible for most inmates to afford the trip. Inmates no longer have to pay these expenses, but the change has not yet been implemented so the Joliet East Jaycees invite the employer to visit the inmate at the prison.

Most employers, fortunately, are content to hire the man sight unseen. "This is due mainly to the 'selling job' performed by the outside coordinator," said Trimble.

The beginnings of the prison program go back almost 10 years, according to Fraser Young of the outside Jaycee chapter in the city of Joliet. Now outside coordinator in Joliet for the prison project, Young was chairman of the Joliet Jaycees' effort to establish a chapter in the prison. "The idea cropped up in 1963," he said. "But we met a stone wall from the prison administrators."

The situation remained unchanged until January 1970 when the new Illinois Department of Corrections was formed, taking over the correctional functions of the

Two Joliet prisoners learn body and fender work in an on-the-job training session with the aid of instructor W. H. Johnson.

Illinois Director of Corrections Peter B. Bensinger was one of the featured speakers at a 2-day seminar that launched the Joliet Ex-Offenders Employment Project.

This building at Joliet Prison is headquarters for the Illinois Jaycees Ex-Offenders Employment Project.

Illinois Youth Commission and the Department of Public Safety. The first director was Peter Bensinger, now 35. Bensinger, a member of the task force appointed by the Governor to launch the new correctional setup, was a top executive with the Brunswick Corporation of Chicago and was active in volunteer work with youth.

Bensinger took over with a commitment to improve and liberalize the correctional system of the State. He particularly wanted to strengthen education and training programs for prisoners and to ease their transition back into society.

Young said that in April 1970 Bensinger passed the word to try again. "We received a call from Bensinger's office that a meeting had been set up with the warden."

Pilot Chapter Launched

Young and two other Joliet Jaycee officers met with Frank Pate, then warden, A. M. Monahan, assistant director of corrections, and several other prison officials. They agreed that a Jaycee chapter should be started on a pilot basis in the prison's Reception and Diagnostic Center. Within 30 days officers had been elected and "we were off and running," according to Young.

Normally, Jaycees are 21 to 35 years old. But the Jaycees have a sort of associate member category called "exhausted roosters." This device permits individual chapters to use the talents of men like Trimble, 48, and Blumenthal, 46, who are over the age limit. They do not hold elective office but they are sometimes named chairmen of special projects—particularly in prisons where there are no other civic clubs, such as the Lions and the Kiwanis, for older inmates to join.

The first thing a Jaycee chapter needs is a project for improvement of its community. The community in this case was the prison and the big need was jobs. The inmate chapter, with aid from the Joliet chapter, drew up a plan which won the approval of the Illinois Jaycees' State Board of Directors.

The plan was then presented to the Illinois Law Enforcement Commission along with a request for money. Joliet Warden John J. Twomey gave his blessing. And when Bensinger put his stamp of approval on it, in December 1970, a $9,000 grant was forthcoming within 15 days.

The climactic event was a 2-day training seminar at a Joliet motel in January 1971. About 165 people attended, including 85 Jaycees representing 50 chapters throughout Illinois and many correctional officials, among them Twomey and Bensinger. Also on hand were six prison inmates representing the Joliet East Jaycees who were allowed outside the prison to attend the meeting—a first for the State of Illinois.

From this promising beginning, the project in the next 9 months compiled the following record:

Of 622 applications placed with coordinators, 287 inmates were paroled to jobs; 111 were conditionally released; 51 were placed on work release, transferred, or discharged; 6 withdrew; and 167 applications were pending.

Young reported that of the 287 paroled to jobs, only six have returned to prison. He noted that out of a similar group of 244 men—"released under normal conditions at the same time and not in our program"—82 have been returned to prison either for parole violations or new offenses.

"While it is still far too early to draw any positive conclusions from this fantastic decline in the recidivism rate . . . we think we know why this is happening here," declared Trimble and Blumenthal in a letter to a North Carolina prison inmate. "Where else do inmates have someone on the outside—a Jaycee volunteer—who writes to and visits the inmate while he is still confined; who makes an all-out effort to find him a meaningful job opportunity; who keeps in touch with the Parole Board after the inmate's parole hearing; who invites the man to visit his home after his release, enlists the inmate as a member of the local Jaycee chapter; who counsels, encourages, and establishes a solid friendship with the inmate in the free world?"

Bensinger believes the project "changes the odds" for men leaving prison in "two important ways." First, "it involves an important part of the community-at-large, the business or employment community, which was not previously involved." And "it reduces having to rely on temporary low-paying jobs for inmates seeking parole."

This latter is a key point, in Trimble's view. He believes one of the project's main achievements has been to upgrade the types of jobs parolees and others being released can find.

"We get applications from only about half the men going out," he said. "A lot of them are people with no outside ties, no roots, no home. They come to us when they've exhausted every other possibility.

"Frequently a man will take any job just to qualify to get out of here. We're not interested in jobs like that. We're interested in a job with a future, with normal pay raises and some security, so the man won't be coming back."

The Jaycees have found permanent jobs for ex-inmates as barbers, salesmen, cement finishers, meatcutters, construction craftsmen, auto mechanics, truck drivers, and welders. One skilled tool and die maker nailed down a job paying $5.80 an hour.

Precision Castings Company of Rockford has put more than 20 ex-offenders from Joliet and two other State prisons on the payroll, some of them before the project began. Most of them start on piecework production jobs, earning a minimum of $2.38 an hour, according to Edward James, Precision Castings personnel manager.

"One I hired recently from Joliet is on piecework, operating a punch press, and he's making $140 to $150 a week," he said. "Another fellow is a floor inspector. He's on hourly rate, $2.98 plus 16 cents cost-of-living. He's been with me 3 months. White or black, we take them."

Older Workers Preferred

Many employers prefer to hire younger men who are presumably more easily trained. Not James. He'll take the more settled man.

"Only three or four I've hired were not worth a damn, and they were younger fellows. I got rid of them. Some of the older fellows work 4 or 5 months, get a better job and go, and that's okay as long as they notify me. I've had really good luck. Only one fellow gave me any real trouble. He got mixed up with a woman and began drinking. I think he's back in the pen now."

James believes it's best not to put ex-inmates together in the factory.

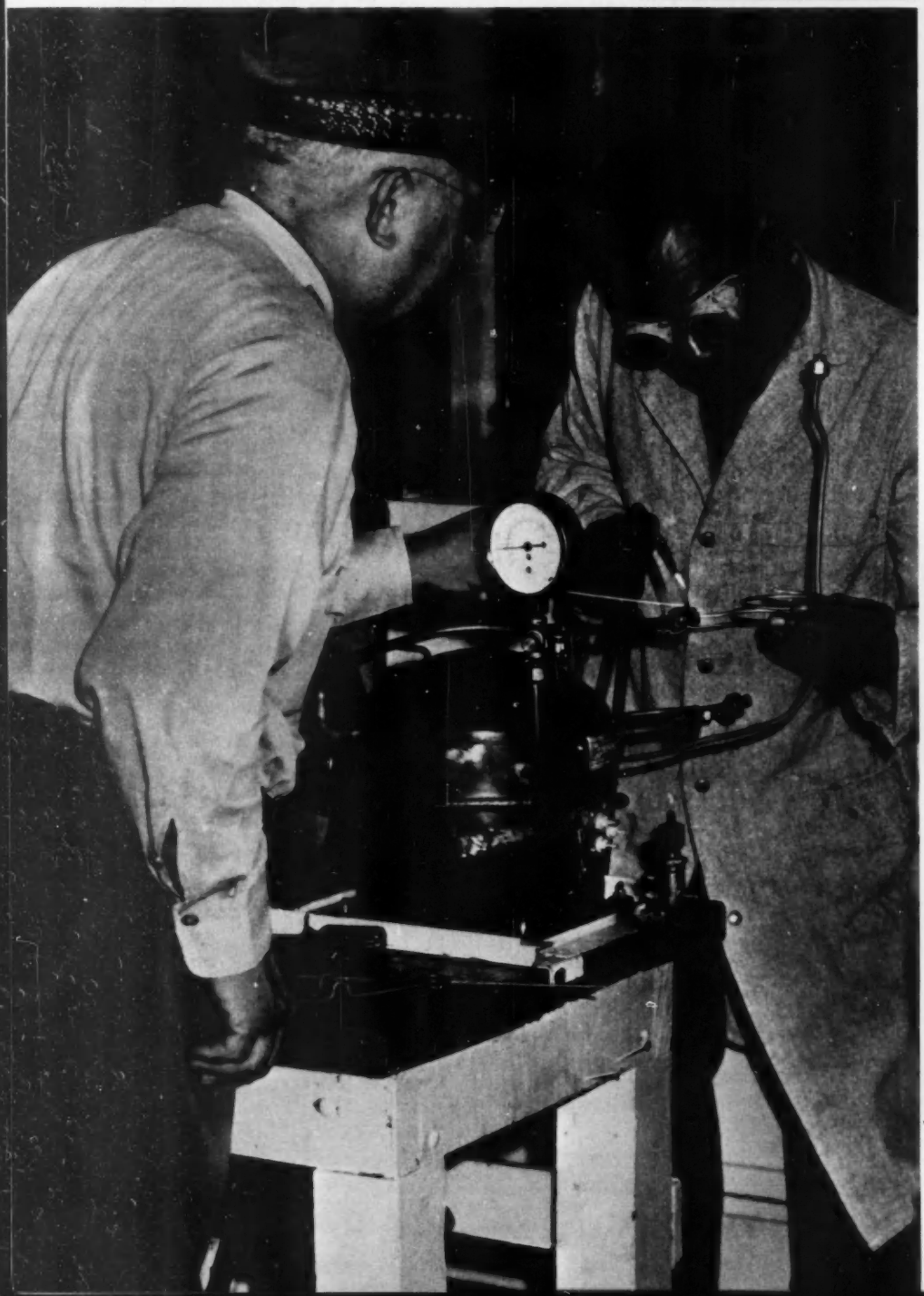
"I spread them around, put them in different departments on different shifts.

Prison Jaycees

continued

Jaycees outside coordinator Fraser Young joins project chairman Jack Trimble (center) and cochairman David Blumenthal in reviewing one of the hundreds of applications received from inmates seeking job placement assistance.

Working under the guidance of instructor Allen Faults, a Joliet inmate repairs a freezer motor as part of his vocational training.



Project records coordinator Raymond Larsen acknowledges an application from an inmate as Joliet East Jaycees president Thomas Murphy looks on. Larsen handles an average of 100 new applications a month.

Television and radio repair is one of the occupational courses available to Joliet inmates.

They're assured that nobody knows their records, not even the foremen. We treat them like anyone else. I tell them, 'As long as you want to work, everything's okay. If you horse around, I have to get rid of you.' They do okay."

Some outside Jaycee coordinators feel that simply finding a parolee a good job is not enough. Thorough-going followup is considered essential by G. Richard Dunkirk, 30, coordinator for the Bloomington chapter and State Jaycee vice president.

Dunkirk, president of a manufacturing and sales firm, had placed four Joliet ex-convicts by the end of 1971. One of these, Bob, 25, a former burglar, was paroled last March after Dunkirk persuaded the business agent of the Iron Workers Union local in a nearby city to give him an apprentice's card. Bob had a good deal of experience in the trade and within 6 months had his journeyman's card. He now earns $7.35 an hour. Despite this high pay, it quickly became evident that Bob had a proclivity for getting into trouble and several times he came close to technical violations of his parole.

Dunkirk now requires that all offenders he helps spend every evening of their first 3 weeks out of prison at a different Jaycee's home, talking and getting acclimated to freedom. Then they are required to check in with Dunkirk by phone every day after work for the next 3 months and discuss their problems. And they are further required to spend 2 hours every month for an indefinite period talking to a clinical psychologist.

Joliet Called Model Project

"What we try to do is turn major problems into little ones," said Dunkirk. "Take Bob, for instance. He has to do some welding on the job and that burns his clothes up. He called me one evening scared because all his clothes were burned and he couldn't buy new ones without his parole officer's permission. I called the officer at his home and got permission so Bob could be at work on time the next day.

"The ex-offender's biggest problem is he can't relate to free society," Dunkirk said. "All they can talk about is what they know—prison. You've got to get them on a fresh track, talking about jobs and other things related to the outside world."

Gary Hill, consultant on crime and corrections for the U.S. Jaycees, regards the Joliet project as a model effort. There are nearly 200 Jaycee chapters in prisons today "and all of them have some kind of employment project or referral to outside job sources," he said. "In my opinion, Joliet and Chino, Calif., are the best. Both of them tie together the efforts of corrections professionals, the outside community, and the inmates."

Trimble noted that some parolees are now themselves acting as coordinators. By December, eight of them were out job-seeking for those still behind bars. Usually —but not always—they join the Jaycee chapter in their home community.

Walter Collins of Peoria is one of these coordinators. His first move after leaving Joliet on parole September 3, following 10 months served on a theft charge, was to get his old job back at S. V. Cain, Inc., a janitorial service. Trimble has sent him three applications. Collins placed one applicant with the Cain firm and is looking for jobs for the other two.

Placing ex-convicts is "an uphill battle," said Collins, who is especially interested in helping fellow blacks coming out of prison. "You have to be a good salesman. Employers give you the fishy eye. They think because a man's been in prison he's killed 40 people. If I ever get a business of my own I will hire nothing but ex-offenders. At least I'll consider them first. I know how important it is for these fellows to have a job."

The Joliet prison project has attracted inquiries from more than 125 Jaycee organizations—including one in Australia—interested in starting similar programs. Particularly satisfying to Trimble was an inquiry he received last September from Senator Charles H. Percy of Illinois.

Percy, who said he had been following the effort "with great interest," asked Trimble what he thought about "the possibility of expanding a project like yours on a nationwide scale." Percy also asked for the views of Trimble and other members of the Joliet East Jaycees on "a program of Federal incentives to businessmen to hire ex-offenders."

In a lengthy reply, Trimble said: "While we have some reservations as to the desirability and viability of providing Federal incentives to private businesses to employ ex-offenders—at least on a vast scale—we know from experience that private-sector involvement is absolutely essential. Thus we feel that every avenue should be explored to attain the fullest possible measure of cooperation and support from this area, up to and including incentives on a limited, experimental basis at the outset."

Before they got into trouble, Trimble and Blumenthal both had positions of some prestige in their communities. Trimble, now serving a 3-to-5-year sentence, was once administrative aide to the Mayor of a large southern city, and in 1949 was named by the Jaycees there as "Outstanding Young Man of the Year." Blumenthal, who is serving a 2-to-6-year sentence, was a sales executive for a luggage manufacturing firm.

Too Busy to Nurse Regrets

Fortunately, they are too busy to nurse their regrets. Like all Jaycees, they must do their civic work in their spare time. Both have full-time jobs in the Reception and Diagnostic Center at the prison. Trimble is a captain's clerk and Blumenthal is head clerk in the office of the center's superintendent, Wilson Meeks, a strong supporter of the employment project.

Meeks feels that the value of the project goes beyond its job placement activities. He noted that about 20 Jaycee chapters have come to the prison to hold joint meetings with the inmate chapter and last summer there were recreation and social programs between the prisoners and their outside colleagues. All this, he said, makes the inmates feel part of the community, enhances their social contacts, and gives them a feeling of responsibility.

Warden Twomey also believes that efforts to rehabilitate offenders must go beyond prison walls. "To return offenders to society as law-abiding and productive citizens, institutions must have programs for the improvement of values, attitudes, education, and work skills," he said. "Inmates must develop self-motivation and the community must be receptive and provide helpful resources to ex-offenders. It's a three-way effort. The Jaycees have gone that extra mile in providing community support and assistance."

Twomey's attitude and that of other correctional officials has helped, in Trimble's words, to turn the "shattering experience" of being in prison into "the rewarding experience" of helping others. □

Labor Market Experiences of Young Men

What's the correct path for a young man to follow early in his work career? Should he take the best job he can find within a reasonable time and keep it for a couple of years or more to gain work experience? Or, if the job is not right, should he jump to another one?

Those who do the latter usually make out pretty well, although this conclusion is based on 1968 data when jobs were much easier to find than today. The study was done by Ohio State University for the U.S. Department of Labor's Manpower Administration. Youngsters who changed jobs over a 2-year period—1966-68—generally wound up happier and getting bigger pay increases and more opportunities for training than those who stayed put, according to the study. Unemployment rates were usually low for that period, however, and there in considerable doubt that trying to change jobs in today's tighter job market is a good idea unless the worker already has a better one to move to.

The University's Center for Human Resource Research is doing a series of annual studies of the labor market experience of four groups of the U.S. population: Men 45 to 59 years old, women 30 to 44, young men 14 to 24, and young women 14 to 24. Members of each sample are being surveyed periodically for 5 years.

The recently issued third report on young men, CAREER THRESHOLDS, A LONGITUDINAL STUDY OF THE EDUCATIONAL AND LABOR MARKET EXPERIENCE OF MALE YOUTH, VOLUME 3[1], summarizes findings based on interviews in the fall of 1968 with 4,330 males who had been interviewed 2 years before and 1 year before.

Many of the findings buttress existing knowledge about the school and work experience of young men: School dropout rates for blacks are higher than for whites. Dropouts tend to come from poorer families. The older a young man is when he arrives at the 9th, 10th, or 11th grade, the more apt he is to drop out. Both black and white youngsters have highly mercurial job and education aspirations; many change their goals often. Blacks earn less money than whites and suffer more unemployment. Unemployment rates are higher for people with poor educations.

But some of the findings are surprising and others, while confirming what was already known, provide useful data about the scope and dimensions of youth job problems.

Of those out of school and working all 3 years of the survey, job changers usually got higher pay increases than those who were with the same employer for all three surveys (see chart 1). White stayers, for example, had a 25 percent increase in pay between the first and last survey compared with 34 percent for those who were with different employers on two of the three survey dates. However, those whites who were with different firms all 3 years had an average increase of only 22 percent. Apparently these young men carried a good thing too far, or they had the least to offer an employer and were the most subject to involuntary changes.

With blacks, the more changes the better. The pay of those with the same employer all 3 years rose 30 percent, those with different employers two of the three survey dates 39 percent, and those with different firms all 3 years 44 percent. These results are particularly impressive in view of the fact that all job changers were lumped together, those who were fired or laid off as well as those who left voluntarily.

Not all of those who changed jobs benefited from the move, of course. About 1 of every 5 job changers went down the occupational scale and more of those who changed occupations than of those who did not experienced a decrease in their real rate of pay.

The fact that job changers had larger percentage increases in pay does not mean that they earned more in 1968 than those who stayed in the same jobs. They did not. The reason is that those who were better paid at the time of the first interview were much more apt to stay in the same job. "Among both color groups, in every occupational category for which there are sufficient sample cases for confident generalization, the 1966 rate of pay is higher for those who served with the same employer at all three survey dates than for those who served with two or with three employers," the study points out. The result was that in 1968 the mean hourly wage of those who did not change jobs, though their pay had risen less in percentage terms, generally was higher than that of those who changed employers.

The job satisfaction picture was more consistent. The young men generally adjusted to the working world during the 2 years, and those who changed jobs did much better than those who did not.

"Among all respondents, a majority reported more favorable attitudes toward their jobs in 1968 than in 1966 (58 percent of the whites and 54 percent of the blacks)," according to the report. Only 7

[1] *Career Thresholds: Volume 3* is available from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402 for $1.50. Please enclose payment with order.

percent of the whites and 11 percent of the blacks liked their jobs less in 1968 than they did in 1966.

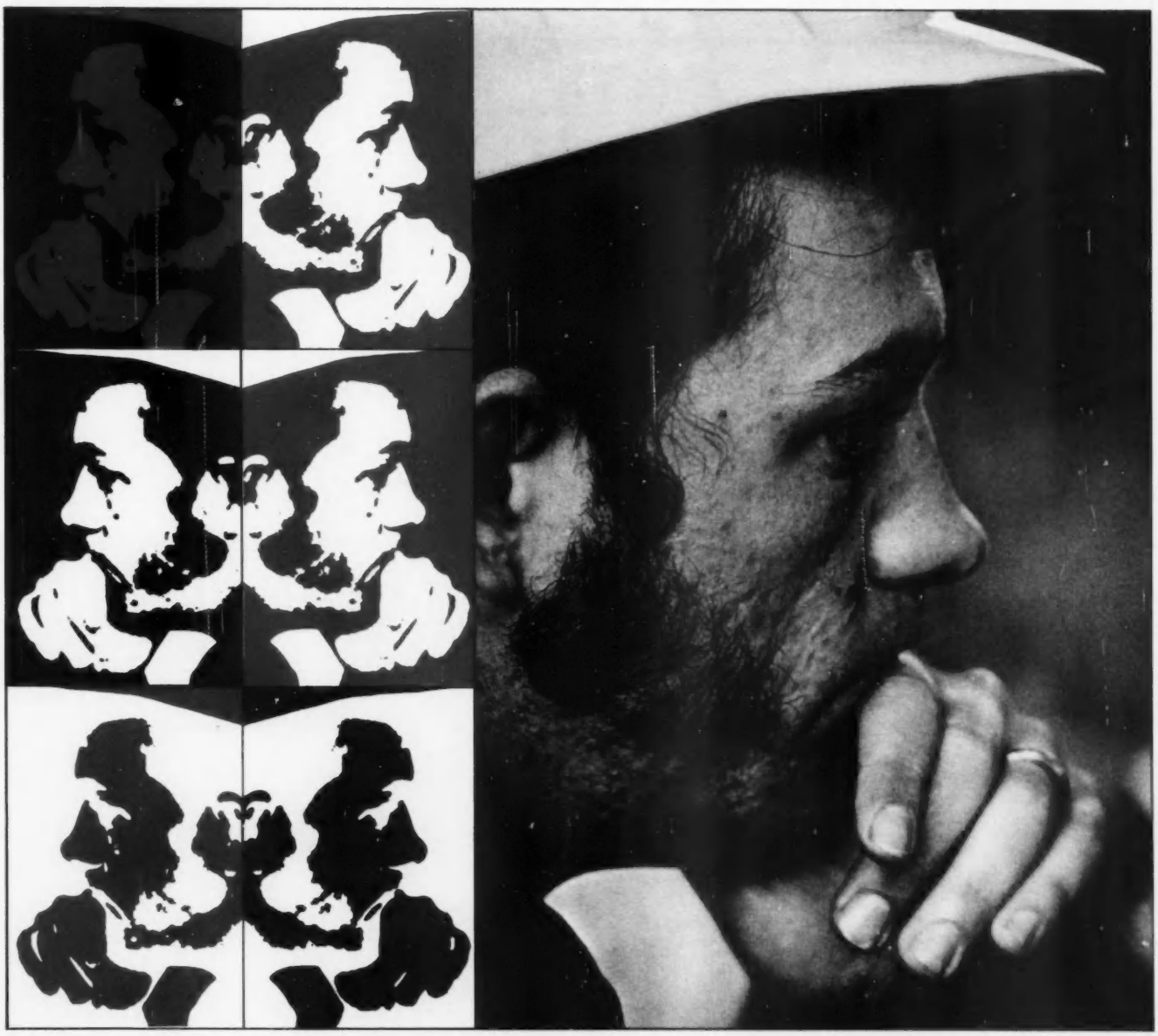
Increased job satisfaction "was considerably greater among those who had changed employers than among those who had not," the report says. In the case of whites, for example, about 70 percent of the changers liked their 1968 job more than their 1966 job in contrast with only 47 percent of the nonchangers. In the case of blacks, over 60 percent of the changers liked their 1968 job better than the one they held in 1966, in contrast with less than 40 percent of the nonchangers.

Blacks changed jobs more frequently than whites. During the 1966-68 period, 55 percent of the whites and 68 percent of the blacks made at least one job change. Three or more shifts were made by 15 percent of the whites and 22 percent of the blacks. Some 51 percent of the whites but only 36 percent of the blacks had the same employer at all three surveys.

The report notes that "to some extent this difference reflects . . . intercolor differences in educational attainment and occupational affiliation." That is, the more education a man has and the higher he is on the occupational and pay scale, the less apt he is to change. And whites rank higher on these counts.

"Nevertheless, even with these variables controlled, the black youth were more likely to change jobs than their white counterparts," says the report. "For example, among the young men who completed exactly 12 years of school, the proportion of blacks who remained with the same employer is almost 20 percentage points below that of the whites and the proportion who served with different employers all 3 years is 9 percentage points higher than that of whites."

These color differences seem to dis-



appear among middle-aged workers, the report notes. Its companion study of men 45 to 59 showed little difference between blacks and whites in rates of job change.

Contrary to a popular belief that the higher rate of unemployment experienced by high school dropouts compared with high school graduates tends to diminish with age, the survey shows that this is not necessarily true for young males in the early stages of their work careers.

Figures for those enrolled in school in 1966 but not in 1967 or 1968 show that unemployment differences widened considerably between dropouts and graduates. Among white dropouts, unemployment rose from 6.3 percent in 1967 to 11.1 percent in 1968. But it fell from 2.9 to 1.6 percent for white high school diploma holders and from 16.2 percent to nearly zero for college graduates. A similar trend held true for blacks.

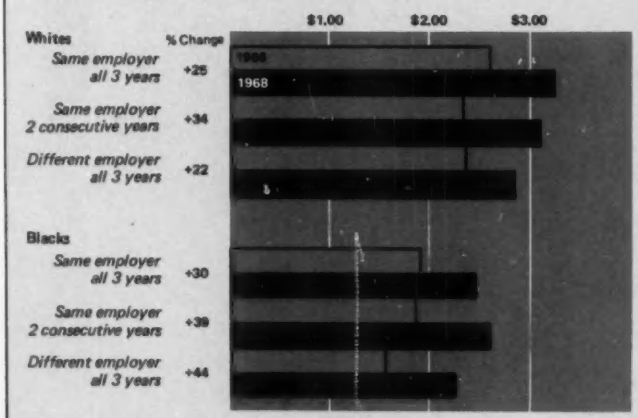
"This result is particularly interesting because it contrasts with the widely held conviction that graduate-dropout differences diminish over time," the study notes.

In several areas, blacks narrowed the gap between themselves and whites in the labor market and in education. One exception was unemployment. For those continuously out of school, unemployment dropped for both color groups, but by slightly more for whites than blacks.

In labor market participation—meaning those working or actively seeking work—blacks made greater gains than whites. "Among those still enrolled in school in 1968 the participation rate of blacks actually exceeded that of whites by almost 2 percentage points, while a differential of 1.6 points in the opposite direction had prevailed in 1966," according to the study. "Among those who were out of school at all three survey dates the differential was reduced from 2.8 percentage

Chart 1

Difference in Mean Pay Between 1966 and 1968 for Out-of-School Youth, by Job Changing Status



points in favor of the whites in 1966 to less than half a percentage point in 1968."

Among out-of-school whites, only those with a high school diploma or better had a higher rate of labor market participation in 1968 than 1966. The participation of out-of-school blacks, on the other hand, increased "irrespective of the level of schooling completed."

Substantial changes took place in the college picture, according to the study. Of 1966 high school seniors, 64 percent of the whites and 38 percent of the blacks entered college. For 1968 high school graduates, the figure had risen to 42 percent for blacks and dropped to 56 percent for whites. The report could offer "no plausible explanation for these surprising differences."

Blacks also improved their earnings relative to whites. Average wages of employed white out-of-school youth rose from $2.45 to $3.11 hourly in 2 years, a boost of 27 percent. Wages for blacks in the same category increased from $1.79 to $2.43, a 37 percent boost. In professional and technical occupations the difference was virtually wiped out. Whites were earning $3.51 compared with $3.40 for blacks.

The report does not explain the reason for these improvements in the relative position of young blacks to whites. But it does give a strong hint when it notes:

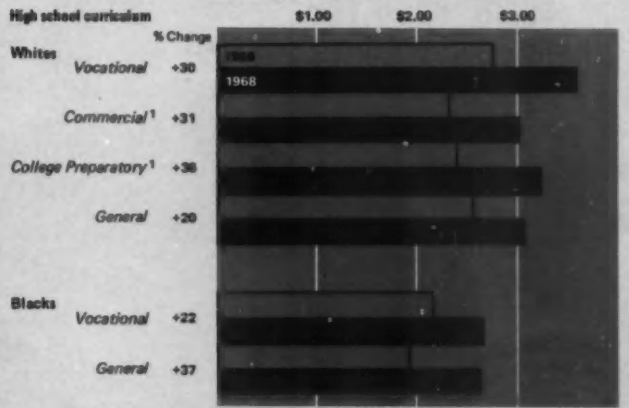
"It is at least as reasonable to believe that whatever improvements occurred in the relative position of blacks stemmed from the effects of the civil rights movement during this period as from a more profound 'maturation effect' in the case of blacks than in the case of whites."

Other findings of the study:

• Nearly half of those who left school after 1966 changed their occupational goals as they acquired experience in the

Chart 2

Changes in Mean Pay Between 1966 and 1968 for Out-of-School Youth Who Have Completed Exactly 12 Years of School



[1]Data not shown for black graduates of commercial or college preparatory courses because of inadequate sample.

job market and apparently a more realistic view of their prospects.

• Getting married apparently does not make a man a steadier worker. Rather, men who marry young are more apt to be steady workers in the first place. Men who were married at the time of both the 1966 and 1968 surveys, or who were single in 1966 and married by 1968, had relatively high labor force participation rates in both years. So did men married in 1966 but divorced or separated by 1968. But men who never married had significantly lower labor force participation rates in both years. This may mean, according to the study, that "marriage is a selective process which 'recruits' youth with characteristics that are associated with high labor force participation (e.g., good health, initiative, etc.)."

• Marriage and migration go together. Of all youngsters who were unmarried in 1966, those who were married by 1968 were more than twice as likely as those who remained single to be living in a different county in the latter year.

• Migrants generally seem to have slightly better earnings than nonmigrants and are more likely to experience an increase in job satisfaction.

• Job jumping, though it increases wages and job satisfaction, exacts a price: More frequent unemployment. "Young white men with the same employer at all three survey dates were only one-fifth as likely as those with three different employers to have experienced a spell of unemployment, and only one-eighth as likely to have had more than one spell." For blacks, the respective figures were one-fourth and one-seventh.

• Vocational education was significant in reducing unemployment for blacks but not for whites. Among black high school graduates, those who took a vocational curriculum had less unemployment over the 2-year period than those who took other curriculums. For whites, the opposite was true; vocational graduates had more unemployment than graduates of any other curriculum.

• For white high school graduates, college preparatory courses paid off best in terms of pay raises, and general education worst. From 1966 to 1968, the mean pay of graduates from college preparatory curricula rose 36 percent, from vocational and commercial curricula 30 percent each, and from general education only 20 percent. But although the pay of college preparatory graduates increased most, vocational education graduates received the highest wages of all four groups.

Among black high school graduates, the pay of those who took general education rose 37 percent between 1966 and 1968, compared with 22 percent for vocational graduates. By 1968 the higher rate of raises received by general education graduates had almost wiped out the pay gap that had existed between them and vocational graduates 2 years earlier. The number of black high school graduates in the sample who took commercial or college preparatory courses was too small to get valid pay data on them, the report said (see chart 2).

• Unemployment stimulates migration among whites but not among blacks.

The report concludes that for most young men who have been out of school for at least 2 years, whether dropouts or graduates, the labor market operates "fairly well . . . both in terms of assuring continuous employment and in promising the opportunity for improvement in economic and psychological rewards from work." And it adds that there is continuing evidence that "the passage of time helps to mitigate" the employment problems encountered by many young men.

But these conclusions do not "argue for complacency," the report cautions, "since the evidence also suggests that the numbers who experience substantial labor market problems are unnecessarily large." □

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Words & Figures

Public Employment Program

Of a total increase of 113,000 persons enrolled in all work-training programs between November 1970 and November 1971, 55 percent resulted from the hiring by State, county, city, and other governmental units of 63,000 unemployed and underemployed individuals under the Public Employment Program (PEP). Authorized by the Emergency Employment Act of July 1971 to provide transitional employment in needed public service jobs in periods of high nationwide unemployment, PEP quickly became operational and is the fastest growing of the manpower programs.

A profile of the participants and the work they are doing can be drawn from reports on the first 20,000 persons hired under PEP.

Seven of 10 PEP enrollees were men, and 2 of 3 of the men were veterans. Two of every 3 veterans hired had served in the Armed Forces since the onset of the Vietnam conflict (August 1964) and one-third of the veterans had been in Indo-China or Korea after August 1964.

Minority groups comprised 27 percent of all veterans hired with blacks accounting for 19 percent of the ex-servicemen.

As the high proportion of veterans (47 percent) in PEP indicates, the preponderance—over 70 percent—of those hired were in the prime working age group, 22-44 years of age. The remaining employees were almost evenly divided between workers over 44 years of age or under 22.

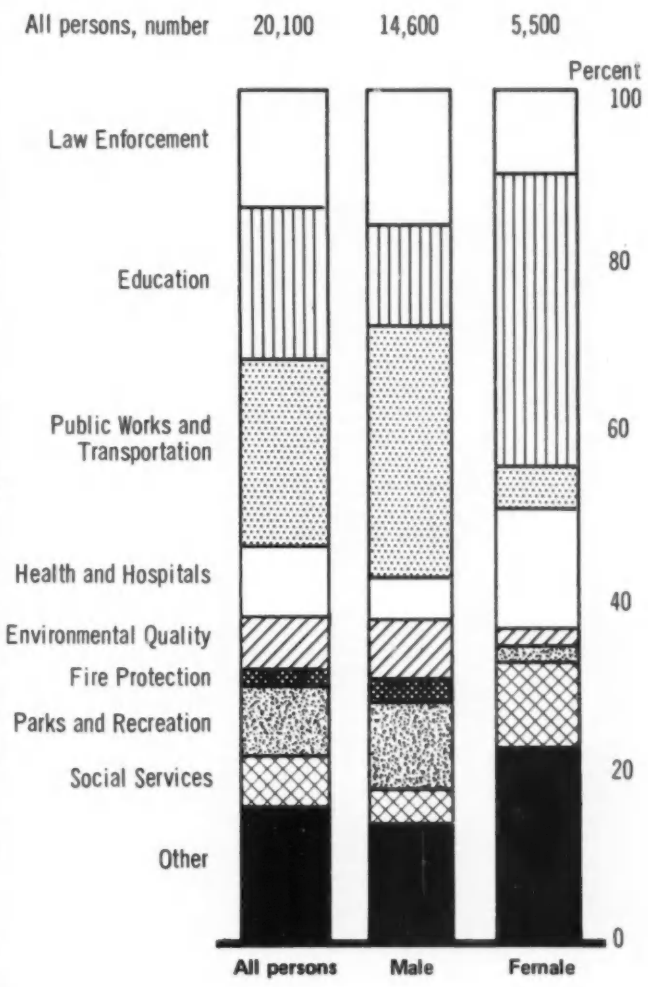
Three types of public service work accounted for 54 percent of the employment. Public works and transportation had the largest number of PEP participants, 4,500, or 22 percent of the total. Education ranked second with 18 percent and law enforcement third with 14 percent of the jobs.

Thirty-five percent of the women hired under PEP were employed in education jobs. Another 14 percent had jobs in health services and hospitals. Social services and law enforcement each accounted for 10 percent of the women employed.

Among men, almost 1 of 3 found employment in public works and transportation, and 15 percent were hired by law enforcement agencies. Twelve percent of the men worked for educational institutions and 10 percent for parks and recreation divisions.

Nearly 1 of 2 PEP participants with an eighth grade education or less was employed in public works and transportation. As the level of education increased the proportion in public works and transportation decreased. The converse was true in education and social service jobs; as the educational level of participants rose the proportion employed in these areas increased.

Employment Under PEP by Type of Job and Sex



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What does the general public know about unemployment insurance? Not very much, it seems. So the Manpower Administration, with help from the National Council for the Social Studies, has developed a multimedia teaching kit on unemployment and unemployment insurance for use in the Nation's secondary schools. For a full report, see *Making Unemployment Academic* in this issue of MANPOWER.